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CANADA ETHNICA

X



Altrophone
MASS MEDIA
(RADIO and T-V)
in Canada

A BRIEF

SUBMITTED TO CRTC

BY

DR. J.B. RUDNYCKYJ

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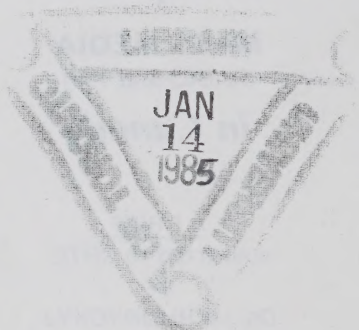
BY

DR. J.B. RUDNYCKYJ

OTTAWA

1984

CANADA



TOVARYSTVO PLEKANNJA RIDNOJI MOVY

UKRAINIAN LANGUAGE

ASSOCIATION

911 Carling Avenue

OTTAWA, Ont.

K1A4E3

ASSOCIATION DE LA

LANGUE UKRAINIENNE-ALU

5790 Rembrandt Ave. #404

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I N T R O D U C T I O N

The following are remarks and recommendations of Jaroslav Bohdan Rudnyckyj, a Ukrainian born linguist; founding member of the Canadian Linguistic Association (1954), former Royal B. & B. Commissioner (1963-1971), at present Professor Emeritus of the University of Manitoba, President of the Ukrainian Language Association and of the International Academy of Humanities and Social Sciences of Canada.

As a co-author of Book IV of the Royal Commission on Bilingualism and Biculturalism : The Cultural Contribution of the Other Ethnic Groups (Ottawa 1970) J.B. Rudnyckyj closely followed the development of the multicultural policy of the Canadian Government during 1971-1984 and vividly reacted to its successes and failures. Apart from his numerous submissions to Canadian Prime Ministers, Ministers and Premiers, he published articles and books dealing with problems of the Canadian bi- and multi-lingualism, took part at conferences, lectured on multiculturalism in Canada and elsewhere, and enriched the international linguistics with his neologisms, as e.g. linguicide (1967), altrophone (1974), namelore (1975), a.o.

During his academic and political activity he often was an invited speaker and/or interviewer at various broadcasting and television stations in Canada, the USA, Europe, Brasil, Australia. Well acquainted with needs and opportunities of the so called "ethnic" or "ethnocultural" radio and TV stations on the American continent he uses this occasion to express his views on the subject under consideration.

P R O B L E M

as outlined by the

Canadian Radio-television and
Telecommunications Commission

Conseil de la radiodiffusion et des
télécommunications canadiennes

CRTC

Ottawa, Ontario
K1A 0N2

Ethnic broadcasting policy. The CRTC announced that it will hold a public hearing in Hull, Qué., on 15 January 1985, on the development of an ethnic broadcasting policy (Notice 1984-237). At present, it is estimated that one-third of the Canadian population is from ethnocultural backgrounds other than English, French or native Canadian. "Ethnic broadcasting is an integral part of the Canadian broadcasting system. It offers a great opportunity to all Canadians to make use of the system so that it reflects the diverse and distinctive elements of our culture — a culture that stems from a multiplicity of racial, cultural and national origins," said CRTC Chairman André Bureau. Mr. Bureau said "We now seek comments from all parties on the policy proposals that are designed to ensure that the broadcast needs of small and large ethnic communities, as well as those of visible minority groups, are met. At the same time, we wish to replace the case by case approach with a simplified and coherent policy for all broadcasters." In today's notice, the Commission confirmed its licensing approach, stating that "frequency spectrum scarcity will not permit the licensing of a single language service to each ethnic group in a given market." As a general rule, the Commission will not license over-the-air-single-language transmitting undertakings and will require that a licensee provides a broadly-based service to the ethnic communities within the coverage area of the undertaking. The Commission also reiterated

its concern with regard to the financial integrity of the applicants and the viability of the proposed services and indicated that any potential applicant "will be required to provide evidence of continued financial commitment."

The notice invites comments on a number of related issues, including proposed definitions of an ethnic program, and of ethnic radio and television stations; and proposed changes to the current regulations concerning the broadcast of ethnic programming on conventional radio and television stations. The notice also invites comments on the brokerage of ethnic programs, that is, the purchase of blocks of airtime by independent ethnic producers. Comments are also sought on issues such as whether, and under what conditions, cable licensees should be required to carry the signals of local ethnic stations on the basis tier; the CRTC's policy regarding the broadcast of ethnic programs on special programming channels; the use of ancillary broadcasting services such as VBI (Vertical Blanking Interval) and SCMO (Subsidiary Communications Multiplex Operations) for the provision of ethnic programs; and the type of commercial activity permitted on ethnic closed-circuit services on cable. All parties are invited to comment by **30 November 1984**.

Copies of the 18-page notice are available on request at CRTC **Information Services** located at 1 Promenade du Portage in Hull, Qué. (819) 997-0313, Visual Ear (819) 994-0423, and at CRTC regional offices in Halifax, Montréal, Winnipeg and Vancouver. Copies are also available at the offices of the Department of Communications in St. John's, Moncton, Charlottetown, Québec, Toronto, Thunder Bay, Regina, Saskatoon, Calgary, Edmonton, Victoria and Whitehorse.

Canada

(The Gazette, Montreal, Oct. 11, 1984)

C O M M E N T S

1. TERMINOLOGY

"Ethnic" vs. "altrophone"

When it comes to social relationships and in particular to politics, confusion, ambiguity and vagueness have prevailed since time immemorial. Moses' decalogue, Hammurabi's codex, and Plato's Republic were only a few attempts out of many to call the human mind to order. Yet centuries later W. F. Willoughby in his work *The Government of Modern States* (1936) wrote:

Political science, in common with other social sciences, has always suffered the grave disadvantage of a loose use of terms and a failure on the part of writers to agree upon the very foundation concepts...

The existence and the work of the Royal Commission on Bilingualism and Biculturalism (1963-1971) in Ottawa was no exception to this state of affairs. It was no wonder that Frank Scott, a distinguished member of the Commission, used to place both the *Petit Larousse* and the Oxford dictionary in front of his seat and check each word of importance during our long discussions in Ottawa or elsewhere.

The English version of the B and B Commission's terms of reference stated that the Commission was to develop the Canadian Confederation on the basis of an "equal partnership between the two founding races". This immediately started a controversy on the notion of "races". Representatives of the Canadian Jewish Congress, amongst others, attacked the Commission during its preliminary hearings and cries of "racism" were raised again and again. Finally, the commissioners solved the matter by adopting the French version of the mandate which did not talk of "races" but of "deux peuples". In the first volume of its report the

Commission had this to say on the subject:

... the use in the English text of the word "race", has been a source of misunderstanding. Should it be taken to mean two "races" or two "peoples" will receive special treatment at the expense of the "other ethnic groups"? Some understood it this way and strongly protested against any such recognition of a special birthright of two founding peoples. They objected to the suggestion of discrimination, which they read into the Commission's terms of reference, as inimical to the interests of Canadians who had come here after the French and the British. They pictured a kind of hereditary aristocracy comprised of two founding peoples, perpetuating itself from father to son, and a lower order of other ethnic groups, forever excluded from spheres of influence. . . . In our view the reference to the two "founding races" or "peoples who founded Confederation" is an allusion to the undisputed role played by Canadians of French and British origin in 1867, and long before Confederation. . . .

The name of the Commission, which was suggested by the late André Laurendeau, clearly implies the notion of two founding peoples. This reflects, in my opinion, a common Eastern Canadian bias. It was also a bias which was not particularly palatable to the government of the then prime minister, Lester B. Pearson. His government was fully aware of the existence of some very vocal "other ethnic groups". This, I believe, is why the Commission's terms of reference included the mandate of "taking into account the contribution made by the other ethnic groups to the cultural development of Canada and the measures that should be taken to safeguard that contribution".¹⁾

1) Cf. J.B. Rudnyckyj in Language and Society/ Langue et société, No.3, Autumn 1980, Ottawa, Commissioner of Official Languages/Commissaire aux langues officielles. Pp.11-12.

The use of the notion "other ethnic groups" in the mandate of the Royal Commission B. & B. clearly implies that the French and the English are also considered to be "ethnic" as the others. According to the generally accepted opinion, the notion "ethnic" refers in all cultured languages to the basic term "ethnos" meaning "group of people of the same origin who share a common and distinctive culture".

The Canadian society is composed of "ethnic" or "ethnocultural" groups with two leading majorities: British and French. The former is Anglophone, the latter - Francophone. In this connection it is a /socio/logical error to contrast the notion of "Anglo-" and "Franco-phones" with "ethnics".

Unaware of the professional linguistic data some politicians, predominantly in Quebec, use seemingly "correct" tripartition:

Anglophones,
Francophones,
Allophones.

Meanwhile, the latter term had been more than ~~for~~ half a century employed in phonetics to designate "a speech sound constituting a phonetical variable of a given phoneme". Such definition of "allophones" is found in all modern dictionaries and in special studies of phonological problems.

Taking all that into consideration and looking for a reasonable solution I introduced in 1974 at the Canada Council conference on Canadian bilingualism at Kingston, Ontario, the new designation ~~for~~ "other ethnic languages" - "altrophone". Thus Canada consists of Anglo-, Franco- and Altro-phones.

Hence also the title of the present brief.

2. B. & B. ANALYSIS (1970)

The Royal Commission on Bilingualism and Biculturalism devoted a special chapter of Book IV to broadcasting in other ethnic languages. Its findings might be summarized as follows:

In its study of the public and private broadcast media, the Commission found the use of languages other than English and French unduly restricted by the Board of Broadcast Governors, its successor the Canadian Radio-Television Commission and the CBC. No radio station can broadcast in other languages for more than 15% of its total weekly broadcast time, although up to 40% of the total broadcast time can be granted with a public hearing and subject to certain provisions. There is no specific policy for television programming in other languages.

Language broadcast policy in Canada has been seen as an aid to integration and not as an aid to the maintenance of other languages and cultures.

The Commission recognizes that official bilingualism imposes technical and financial limits on broadcasting in other languages. At the same time, it sees the maintenance of other languages and cultures as a legitimate aim. It argues that if other-language broadcasting can meet its administrative and legal responsibilities, it should not be hampered by extensive regulations. The Commission recommends that the CRTC remove restrictions on private broadcasters (**Recommendation 8**). Similarly, the publicly-supported CBC should recognize the place of languages other than English and French and remove its proscription of their use in broadcasting (**Recommendation 9**).

The Commission is aware of the costs and the technical difficulties, as well as the complex social and psychological factors involved in other-language broadcasting. It therefore recommends that the CRTC and the CBC undertake studies to determine how radio and television can best contribute to the maintenance of languages and cultures, including pilot projects on either AM or FM in both Montreal and Toronto (**Recommendation 10**). It cautions that the potential of satellite systems, which may revolutionize broadcasting, should not be used as an excuse for delaying the adaptation of our present resources.

There would appear to be need for research on radio and television broadcasting as it relates to "other" cultural groups. The Commission suggests that "obvious areas of study would include trying to discover what types of broadcasting at present on English-and French-language radio and television are pertinent to other cultural groups, and what the effects of the various types of broadcasting are — who they reach, and how they affect the attitudes of different members of their audience". The Commission recommends that

research be undertaken through the CRTC on the nature and effects of the portrayal of other cultural groups on public and private English - and French-language radio and television stations (**Recommendation 11**).2)

While fully adopting and unreservedly endorsing the B. & B. analysis of the altrophone R T-V situation of Canada I cite the respective recommendations on pp.19 -20 of the present submission.

2) Cf. The Canadian Association for Adult Education in co-operation with the Citizenship Branch, Department of the Secretary of State: *Résumé of the Report of the Royal Commission on Bilingualism and Biculturalism: Book IV.* Toronto (1970), p.14.

3. FINDINGS OF THE CANADIAN CONSULTATIVE COUNCIL ON MULTICULTURALISM (1974)

In response to the recommendations of the Royal Commission B. & B. the Federal Government adopted the multicultural policy for Canada in 1971. All B. & B. recommendations, including those re. broadcasting in other ethnic languages, were accepted. The Government tabled in the House of Commons its response on October 8, 1971, in which the following was stated, among others,:

"We believe that cultural pluralism is the very essence of Canadian identity. Every ethnic group has the right to preserve and develop its own culture and values within the Canadian context. To say we have two official languages is not to say we have two official cultures, and no particular culture is more 'official' than another. A policy of multiculturalism must be a policy for all Canadians."

"Biculturalism does not properly describe our society; multiculturalism is more accurate."

"Vibrant ethnic groups can give Canadians of the second, third and subsequent generations a feeling that they are connected with tradition and with human experience in various parts of the world and different periods of time."

"The Government regards this as a heritage to treasure and believes that Canada would be poorer if we adopted assimilation programs forcing our citizens to forsake and forget the cultures they have brought to us."

"The Government accepts and endorses the recommendations and spirit of Book IV of the Royal Commission on Bilingualism and Biculturalism. It believes the time is overdue for people of Canada to become more aware of the rich tradition of the many cultures we have in Canada."

"The Government, while responding positively to the Commission's recommendations, wishes to go beyond that to the spirit of Book IV to ensure that Canada's cultural diversity continues."

Moreover, the Federal Government instituted a special Canadian Consultative Council on Multiculturalism - CCCM which in its First Annual Report of December 14, 1974 stated the following:

But the broadcast area brought a proliferation of recommendations.

Throughout its sessions, the council has affirmed the concept of official bilingualism as the basis for a multicultural society. The council is of the opinion that the regulations of the CRTC as they relate to the Canadian Broadcasting Corporation are outdated by failing to recognize the change of the concept of Bilingualism and Biculturalism, to one of Bilingualism and Multiculturalism.

The acceptance by the government in October, 1971 of the recommendations of the Report of the Royal Commission on *Bilingualism and Biculturalism* (Book IV) and the formal adoption of a policy on multiculturalism was not reflected in the programming of the publicly-owned network, and there is regretfully no

suggestion that the multicultural reality of Canada's peoples will find expression on the network in the foreseeable future.

Even more disturbing is the action of the CBC cancelling last year its long-established Gaelic language broadcasting in Cape Breton.

Whether or not this event was intended to be a challenge to, and provocation for, the multiculturalism policy may be a matter of academic speculation for those outside the council. The council has regarded the action as both, and expresses its regret for the CBC's decision.

It is not satisfactory for either the CRTC or CBC to explain that programs of a multicultural nature should be broadcast on private stations and bid for by the respective cultural communities, or to suggest that more multilingual broadcasting stations will be licensed.

The simple and stark reality which the recommendations of the council wish to express, is that the CBC as a publicly-owned network bears the responsibility to project Canada to Canadians — as the country it is — multicultural.

The nature of such programs may, of course, vary from region to region, depending upon the cultural heritage of listener and viewer, but one must emphasize also that the network shows a responsibility in acquainting Canadians with one another's heritage. Regional ethno-cultural broadcasting should therefore be extended to familiarize Westerners, for example, with the heritage of their Atlantic partners in

Confederation. Even in its existing broadcasting in English and French, the CBC appears both to separate and isolate its networks linguistically. There is very little Canadian culture made available on the English language network.

In a pluralistic society, such an approach to programming by a publicly funded network becomes an **expensive anachronism** (pp.26-7).

In endorsing the CCCM recommendations of 1974 I shall quote them fully on pp.18-20 of my present brief.

4. CONSTITUTIONAL PROVISIONS OF 1982

In its Charter of Rights and Freedoms the Constitution Act of 1982 provides for a "fundamental freedom"(2b) - "freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication". Radio and television, altrophone ("ethnic") R and T-V inclusively, belong doubtlessly to the "other media of communication."

Section 27 of the Charter requires that "this Charter shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canadians".

In other words the fundamental freedom of the altrophone ("ethnic") R and T-V shall be interpreted in the spirit and actual provisions of the multicultural policy of the Canadian Federal Government of 1971. This policy implies not only privately-funded altrophone ("ethnic") broadcasting, but also - and primarily - the inclusion of the publicly-funded CBC network. In a multicultural society of Canada such a narrowing of the "Ethnic Broadcasting Policy" as exhibited by CRTC Notice of October 1, 1984 (CRTC 1984 - 237) is a half-way solution of the altrophone R and T-V needs and opportunities. The inclusion of the CBC facilities in the altrophone ("ethnic") broadcasting policy is here a conditio sine qua non.

Only in this way the just and fair "Ethnic Broadcasting Policy" can fulfill the noble aims of CRTC as stated in its Introduction to the above Notice, viz.:

Canadians represent a diversity of peoples from different cultures, religions, races and ethnic origins.

The emergence of ethnic broadcasting services reflects this cultural and linguistic plurality which is an essential part of the Canadian national identity. At present, it is estimated that one-third of the Canadian population is from ethnocultural backgrounds other than English, French or native Canadian.

The CRTC, and its predecessor, the Board of Broadcast Governors, recognized that ethnic broadcasting had the potential to serve the cultural and social needs of new Canadians and contribute to the development of Canada's multicultural character by promoting social harmony, tolerance and the exchange of knowledge, culture and beliefs.

In response to the needs of many regions and to the initiatives originated by ethnic groups within the broadcasting community itself, the Commission authorized various forms of ethnic broadcasting services in languages other than English, French or native Canadian. As a result, ethnic broadcasting services gradually developed as an integral feature of, and contributed significantly to, the Canadian broadcasting system.

At the same time, the Government's Policy of Multiculturalism, announced in 1971, included elements that encouraged cultural retention, creative encounters, interchange among ethnic groups, and the opportunity for immigrants to learn French and English.

The Canadian broadcasting regulatory authority has licensed seven radio stations since 1962 to provide ethnic broadcasting services in Canada. In 1979 the Commission licensed CFMT-TV, a television station in Toronto and, in 1982 World View, a regional pay television network in British Columbia. In May 1984, the Commission licensed the two discretionary satellite-to-cable network services, Chinavision and Latinovision.

To add to this array of services, many English and French-language stations have, in varying degrees, provided an element of ethnic programming in their broadcasting schedules. Local programs produced by ethnic communities are also included in the schedules of many cable community channels. Several cable systems currently distribute single language services on the cable FM band, and special programming services are provided on cable channels in the Vancouver and Montreal areas. 3)

3) Though laudable, all this "ethnic" programming is subsidized by "ethnic" funds, not like CBC & TV a.o., from tax-payers' public resources (JBR).

R E C O M M E N D A T I O N S

In co-ordinating his own views on the subject with those of the Royal B. & B. Commissioner and members of the Canadian Consultative Council on Multiculturalism on the one hand and taking into consideration Canadian constitutional provisions of 1982 on the other, the undersigned recommends the following:

Recommendation 1

CRTC shall abstain from the ambiguous and confusing usage of the term "ethnic" exclusively for the non-Franco-British groups of the Canadian society.

Recommendation 2

CRTC shall adopt the linguistic principle of the Canadian ethno-lingual reality and adhere to the tripartition : Anglophones, Francophones and Altophones.

Recommendation 3

CRTC shall urge the CBC to reflect in its English and French programming, staffing, and corporate structure the multicultural reality of Canadian life today (CCCM 1974:1(a); Charter 1982:27).

Recommendation 4

CRTC shall urge the CBC to provide programming in other languages in addition to English and French on radio and television (CCCM 1974:1(b); Charter 1982:2(b)).

Recommendation 5

An ongoing broadcasting committee, composed of representatives of altrophone groups and the broadcasting industry, be established within CRTC /CCCM 1974:2(a)/

Recommendation 6

The above committee (Recommendation 5) shall promote production seminars for the development of the altrophone R and T-V material, training of personnel, and professional development of creative and performing altrophone talents in cooperation with such agencies as CBC,CTV,NFB and cable-vision authorities /CCCM 1974:2(a)/.

Recommendation 7

A video-tape library and archives equipped with all transfer facilities shall be established in order to collect altrophone programmes of historic, cultural, and national interest and such programmes shall be made available to all altrophone groups in Canada and shall be stored permanently /CCCM 1974:2(b)/.

Recommendation 8

CRTC shall extend its altrophone ("ethnic") broadcasting policy from privately-funded R T-V system upon publicly-funded R T-V stations. (B.& B. 1970:8).

Recommendation 9

CBC shall recognize the place of languages other than English and French in Canadian life and shall remove its proscription on the use of other languages in broadcasting (B.& B.1970:9)

Recommendation 10

CRTC shall undertake studies in the field of broadcasting in other languages than English and French on the CBC network to determine the best means by which R and T-V can contribute to the maintenance of other languages and cultures and the CBC shall participate in these studies (B.& B. 1970:10).

Recommendation 11

CRTC shall undertake research concerning the nature and effects of the portrayal of other cultural groups on both publicly- and privately-owned English- and French-language radio and television stations (B.& B.1970:11) and on the results of such a comparative study base its further altrophone ("ethnic") broadcasting policy.

Quod Bonum, Felix, Faustum, Beatumque Sit!

Ottawa-Montreal, October 1984.

*Jaroslav B. Rudnycky,
Г. Б. Рудныцкий*

A C K N O W L E D G E M E N T

In citing the respective passages the author of this brief acknowledges with thanks the courtesy of:

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*

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I - IV

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